

wilderness recommendation

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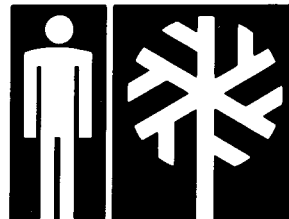


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8/27/2002

WILDERNESS RECOMMENDATION



Grand Teton
National Park
Wyoming

August 1972

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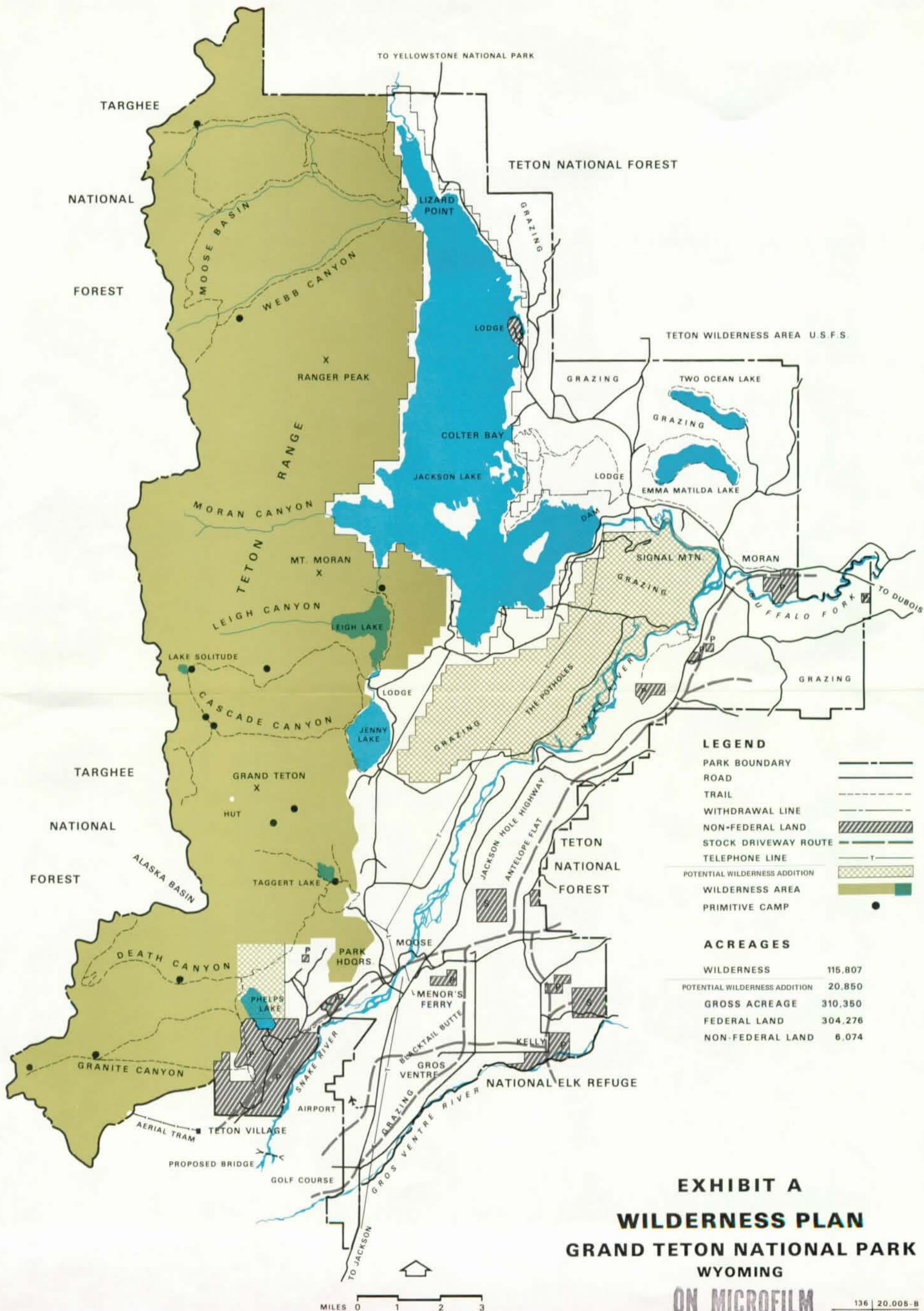
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RECOMMENDATION

1

IT IS RECOMMENDED THAT WILDERNESS OF 115,807 ACRES WITHIN GRAND TETON NATIONAL PARK, AS SHOWN IN EXHIBIT A, BE DESIGNATED BY AN ACT OF CONGRESS.

THIS RECOMMENDATION IS BASED UPON CAREFUL STUDY OF THE PARK, THE VIEWS PRESENTED AT THE PUBLIC HEARINGS, AND THE WRITTEN RESPONSES CONCERNING THE PRELIMINARY WILDERNESS PROPOSAL DESCRIBED IN THE APPENDED HEARING OFFICER'S REPORT.



A NATIONAL WILDERNESS PRESERVATION SYSTEM

Public Law 88-577, of September 3, 1964, establishing a National Wilderness Preservation System, provides, in part, as follows:

POLICY

"It is . . . the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

AREAS FOR STUDY

"Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system . . . , under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or unsuitability of each such area . . . for preservation as wilderness."

2

SYSTEM

"... there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas'"

DEFINITION

"A wilderness, . . . is . . . an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

MANAGEMENT

"The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress."

3

USE

"Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including but not limited to, the Act of June 8, 1906, (34 Stat. 255; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796 (2)); and the Act of August 21, 1935, (49 Stat. 666; 16 U.S.C. 461 et seq.)."

MASTER PLAN POLICY

FOR NATURAL AREAS OF THE
NATIONAL PARK SYSTEM (REVISED 1970)

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DISCUSSION

It has long been the practice of the National Park Service to prepare and maintain a Master Plan to guide the use, development, interpretation, and preservation of each particular park. Graphics and narrative specify the objectives of management. In a sense, these Master Plans are zoning plans. They not only define the areas for developments, they also define the areas in which no developments are to be permitted.

Parks do not exist in a vacuum. It is important in planning for a park that the teams take into account the total environment in which the

park exists. Of particular significance are the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels, as well as those of the private sector for the accommodation of visitors, access to the national parks, the roads within them, wildlife habitat, etc. Accordingly, the Master Plan Team first analyzes the entire region in which the park is located and the many factors that influence its management.

Moreover, where national parks and national forests adjoin, such as Mount Rainier, Yellowstone, and Grand Teton National Parks, the National Park Service and the U.S. Forest Service formalized, in 1963, a joint effort to analyze the resources and visitor needs and develop cooperative plans for the accommodation of these requirements which will best insure the achievement of both of our missions. This program formalizes and broadens the informal efforts made for many years by many park superintendents and forest supervisors to coordinate management programs, including visitor facilities and services. Such cooperative programs are authorized by section 2 of the act of August 25, 1916, establishing the National Park Service.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resource Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area.

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Master Plan Teams

All Master Plan Teams should be composed of members having different professional backgrounds, such as ecology, landscape architecture, architecture, natural history, park planning, resource management, engineering, archeology, and history. Where available funds and program needs permit, the study teams for the national parks should include outstanding conservationists, scientists, and others who possess special knowledge of individual parks. Also, the teams should consult with authorized concessioners during the Master Plan study.

Land Classification

A sound system of evaluation and classification for lands and waters in a park or monument is a prerequisite for master planning. This is necessary to provide proper recognition and protection of park

resources and to plan for visitor enjoyment of the values of the area. The system serves, also, as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act and provides a basis for making many other Master Plan judgments.

The land classification system to be used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation. Under this system, lands may be segregated into any one of six classes:

Class I—high density recreation areas; Class II general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas, including, but not limited to, those recommended for designation under the Wilderness Act; and Class VI—historic and cultural areas. Consistent with the Congressionally stated purpose of national parks, a park contains lands falling into three or more of these classes.

Classes I and II identify the lands reserved for visitor accommodations (*both existing and proposed*), for administrative facilities, formal campgrounds, two-way roads, etc., of varying intensities. Class I and II lands occupy relatively little space in any of the national parks.

Class III identifies the "natural environment areas." As the name of the category implies, these are "natural environment" lands. These lands are important to the proper preservation, interpretation, and management of the irreplaceable resources of the National Park System. These irreplaceable resources are identified in Class IV, V, and VI categories of lands. It is the existence of unique features (Class IV), or primitive lands, including wilderness (Class V), or historical or cultural lands (Class VI) in combination with a suitable environment (Class III) and with sufficient lands "for the accommodation of visitors" (Classes I and II) that distinguish natural and historical areas of the National Park System from other public lands providing outdoor recreation.

In the natural areas (national parks and national monuments of scientific significance), Class III lands often provide the "transition" or "setting" or "environment" or "buffer" between intensively developed portions of the park or monument (Classes I and II) AND (a) the primitive or wilderness (Class V) areas; and (b) the unique natural features (Class IV) or areas of historic or cultural significance (Class VI) when these two categories exist outside of the Class V lands.

In the historical areas (the administrative policies for which are included in a separate booklet), the "environmental" lands (Class III) serve a similar role in providing the "setting" or "atmosphere" essential to preserving and presenting the national significance of historic properties included in the National Park System.

Often, Classes III and V lands both represent significant natural values. Generally, these values are different in type, quality, or degree. Accordingly, lands having natural values that do not meet Service criteria for primitive or wilderness designation may be classified as Class III even when they do not involve the environment of either Class IV, Class V, or Class VI lands. In natural areas, "natural environment" lands are sometimes referred to additionally as "wilderness threshold" when they abut or surround wilderness.

The "wilderness threshold" lands afford the newcomer an opportunity to explore the mood and the temper of the wild country before venturing into the wilderness beyond. Here, in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness.

Class III lands also serve important research needs of the Service, as well as of many independent researchers and institutions of higher learning.

The only facilities planned in these "natural environment" lands are the minimum required for public enjoyment, health, safety, preservation, and protection of the features, such as one-way motor nature trails, small visitor overlooks, informal picnic sites, short nature walks, and wilderness-type uses. Such limited facilities must be in complete harmony with the natural environment.

Class IV lands are those which contain unique natural features. These lands usually represent the most fragile and most precious values of a natural area. Class IV identifies the terrain and objects of scenic splendor, natural wonder, or scientific importance that are the heart of the park. These are the lands which must have the highest order of protection so that they will remain "unimpaired for the enjoyment of future generations." Nothing in the way of human use should be permitted on Class IV lands that intrude upon or may in any way damage or alter the scene. The sites and features are irreplaceable. They may range in size from large areas within the Grand Canyon to small sites such as Old Faithful Geyser or a sequoia grove.

Class V are the primitive lands that have remained pristine and undisturbed as a part of our natural inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a primeval state. There are no mining, domestic stock grazing, water impoundments, or other intrusions of man to mar their character and detract from the solitude and quiet of the natural scene. The protection and maintenance of natural conditions and a wilderness atmosphere are paramount management objectives. The only facilities allowed in these lands are of the type mentioned in the *Wilderness Use and Management Policy* statement.

Class VI are the lands, including historic structures, of historical or cultural significance, such as the agricultural community of Cades Cove in Great Smoky Mountains National Park.

Wilderness Hearings

One of the finest new public land planning procedures introduced by the Wilderness Act is the opportunity for the public to express its views on the preliminary wilderness proposals prior to these proposals being firmly established for recommendations to the Congress. These hearings are held in the State in which the wilderness is proposed.

Notice of such public hearings is published in the "Federal Register" and newspapers having general circulation in the area of the park at least 60 days prior to the hearings. During this 60-day period, the Master Plan documents are available for public review at the park, in the appropriate Regional Office, and in the Washington Office. Moreover, public information packets explaining national park wilderness proposals are available at the same time for distribution to all those requesting them.

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The Wilderness Act requires that the public hearing be held on the wilderness proposals only. However, it is the practice of the National Park Service to make available the general development plan for the park or monument at the time the preliminary wilderness proposal is released. The Service welcomes public comments and views on these plans. Moreover, once the Congress has defined the wilderness areas within the national parks and monuments, it shall be the practice of the National Park Service to give public notice of 60 days on any proposal to change the classification of any Class I, Class II, or Class III lands within the park or monument. In this way, the Service shall afford the public a continuing opportunity to participate in the planning and management of its national parks and monuments.

SUMMARY OF THE PRELIMINARY WILDERNESS PROPOSAL

GRAND TETON NATIONAL PARK LOCATION

The park is located in Teton County in western Wyoming. It is served by all-weather highways from the south and east. Only summer road access is available, from the Yellowstone National Park area to the north. Bus and air service varies with the season. The vast majority of visitors arrive by private automobile, usually combining a drive through Yellowstone National Park with a Teton tour.

There are no large cities nearby. Visitors come from throughout the Nation, almost entirely during the summer months. The towns of Jackson and Moose depend heavily on the tourist trade.

SURROUNDINGS

National forest wilderness areas in the immediate vicinity include the Teton wilderness, with a short, contiguous boundary on the northeast side of the park, and the Bridger wilderness area about 40 miles to the southeast. The park is bounded on the west by Targhee National Forest, and by Teton National Forest on the east. The National Elk Refuge lies along the southeast boundary; private lands border the south; Yellowstone National Park lies about 6 miles from the northern boundary.

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RESOURCES

Grand Teton National Park was established and dedicated in 1929 to preserve the 30-mile section of the abrupt, scenic Teton Range. Congress added most of the former Jackson Hole National Monument to the park in 1950. Today the park is 310,350 acres in size.

The matchless combination of the flat valley called Jackson Hole and the magnificent array of lofty peaks mirrored in clear lakes makes this one of America's most admired natural scenes.

While most visitors to the park are awed by the views from the valley, those who walk into the precipitous canyons can better appreciate the grandeur and size of this unique escarpment. Sheer cliffs and

shimmering cascades accentuate the height of the peaks and the depth of the gorges.

The park's hard granite and complete range of climbing conditions make it a magnet for mountaineers. The 220 miles of trails offer an invitation to hikers and horseback riders. The Snake River and large lakes provide varied boating opportunities. The park's large campground and lodge complex is heavily used in the summer.

The Jackson Hole rangeland is the winter home of one of the world's largest elk herds. The park is also the home of moose, mule deer, bighorn sheep, bear, small mammals, and over a hundred species of birds.

VISITOR—USE FACILITIES

Travel to Grand Teton National Park has increased greatly in the last decade. Over 3 million people now come to the park each year.

Overnight accommodations, campgrounds, and visitor facilities within the park are available from early June through September. However, lodging, restaurant facilities, and other services may be obtained all year in nearby Jackson or Teton Village.

There are many fine scenic overlooks of the Teton Range from Jackson Hole along the main roads through the park where wildlife can be observed. The park is a major stop for travelers from all parts of the world who are touring the West. Most of them stay only a few hours, but many stay overnight at many fine campgrounds and other accommodations.

10

PRELIMINARY WILDERNESS PROPOSAL

Seven roadless areas in Grand Teton National Park exceed 5000 acres. The largest — some 193,400 acres — encompasses the Teton Range and the lakes at its base. It is shown as Area A on Exhibit C. This spectacular primitive area covers almost two-thirds of the park. There are popular and well-marked loop trails in this roadless area that provide excellent hiking opportunities. But there are also large portions remaining without trails, which offer fine cross-country wilderness travel for the individual who prefers an uncharted course. The major

peaks of the Teton Range are internationally famous for their rugged challenges to the mountaineer.

Six other small roadless areas totaling 67,490 acres lie in the Jackson Hole portion of the park. There are large expanses of open lands in Jackson Hole, dotted by timbered islands, and cut by the Snake River and its tributaries. Most of Jackson Hole was at one time used for cattle ranching and is now a famous resort area for millions who throng into northwestern Wyoming each year to see the scenery, wildlife, and wonders of the Yellowstone/Teton country.

One unit of 110,700 acres was proposed for designation as wilderness in Grand Teton National Park. This proposed 110,700-acre wilderness includes almost the entire Teton Range within the park and several of the lakes at its base, thus protecting the natural splendor and primitive character of the Tetons.

The wilderness line along the west, south, and north edges of the park is offset 1/8 mile from the boundaries for about 60 miles. The intervening management zone between the park boundary and the wilderness line is considered the minimum required for present and future needs.

Along the eastern edge of the Teton Range, the wilderness line is drawn along the Bureau of Reclamation withdrawal line from the north boundary to Spaulding Bay. This line runs along section lines and recognizes the rights of the Bureau in the Jackson Lake area.

A 2-acre enclave is provided around the Lower Saddle climbing-hut development, to accommodate these facilities utilized by climbing parties. Thirteen 2-acre areas are excluded from the proposed wilderness unit to permit campground management development and ranger station locations. Campground management requires the use of helicopters for the removal of human waste in these areas of heavy backcountry use.

No wilderness was proposed for lands within the other six roadless areas in Grand Teton.

A combination of adverse factors affects the lands within these areas. The main factors are the extensive grazing, stock driveways, private lands, reclamation withdrawals, and utilities, that have been discussed in the previous section. These uses and factors prevent establishing viable wilderness units in the Jackson Hole section of the park.

CONCLUSIONS

INTRODUCTION

As required by the Wilderness Act, a public hearing was held on the preliminary Grand Teton wilderness proposal in Jackson, Wyoming, on March 10, 1972. Notice of the hearings appeared in the *Federal Register* on January 9, 1972, and in local papers on January 9, 1972. About 175 persons attended the hearings. Fourteen oral statements were presented, and 306 letters were received, representing a total of 641 responses.

Of the agencies, private organizations, and individuals testifying or submitting written views, one of the six agencies, two of the 45 private organizations, and 21 of the 590 individuals supported the preliminary wilderness proposal. One public agency, 33 of the organizations, and 520 of the individuals favored more wilderness. One public agency spoke for less wilderness. Speaking for wilderness in general, but having no specific recommendations, were one agency, one private organization, and 33 individuals. Opposing wilderness for Grand Teton National Park were nine organizations and 15 individuals.

There were two public agencies and one individual who either acknowledged receipt of the wilderness material or who had no specific comments on the wilderness proposal.

The alternative proposals presented are described in the appended Hearing Officer's Report, and are indicated in Exhibit D.

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After a careful study of the oral and written statements received as a result of the public hearings and further consideration of management needs, the following revisions to the preliminary wilderness proposal are recommended.

RECOMMENDED ADDITIONS

It is recommended that about 200 acres, shown as Area A in Exhibit B, be added to proposed Wilderness Unit 1. These lands, between the preliminary wilderness line and the west shore of Jenny Lake, were not included in the preliminary wilderness proposal because of heavy visitor use to Hidden Falls and the lakeshore. Reexamination indicates that this area can be properly managed as wilderness.

The management zone shown in the preliminary wilderness proposal is added to the recommended wilderness since it is believed that actions needed for the health and safety of wilderness travelers, or the protection of the wilderness area, utilizing the minimum tool, equipment or structure necessary, may take place within the wilderness. These additions, totaling 4880 acres, are shown by the letter B on Exhibit B. Not included in the wilderness is an area of about four acres on Rendezvous Mountain at the upper terminus of the Jackson Hole ski area aerial tramway. The 4-acre exclusion provides for the tramway anchor point development.

The sites of 13 patrol cabins and backcountry campsites were not included in the preliminary wilderness proposal, but were shown as enclaves. These sites are now recommended as wilderness since the facilities are the minimum necessary for the health and safety of the wilderness traveler, or the protection of the wilderness area. The additions total 26 acres and are shown by the letter C on Exhibit B.

The climbing hut in the lower saddle between the Grand Teton and Middle Teton is used by the mountain guide concessioner as a base for climbing the Grand Teton. The hut provides comfort and convenience to visitors including the serving of meals. The enclave has been reduced to 1/2 acre, thus, 1-1/2 acres are added to wilderness and the area is indicated by the letter D on Exhibit B.

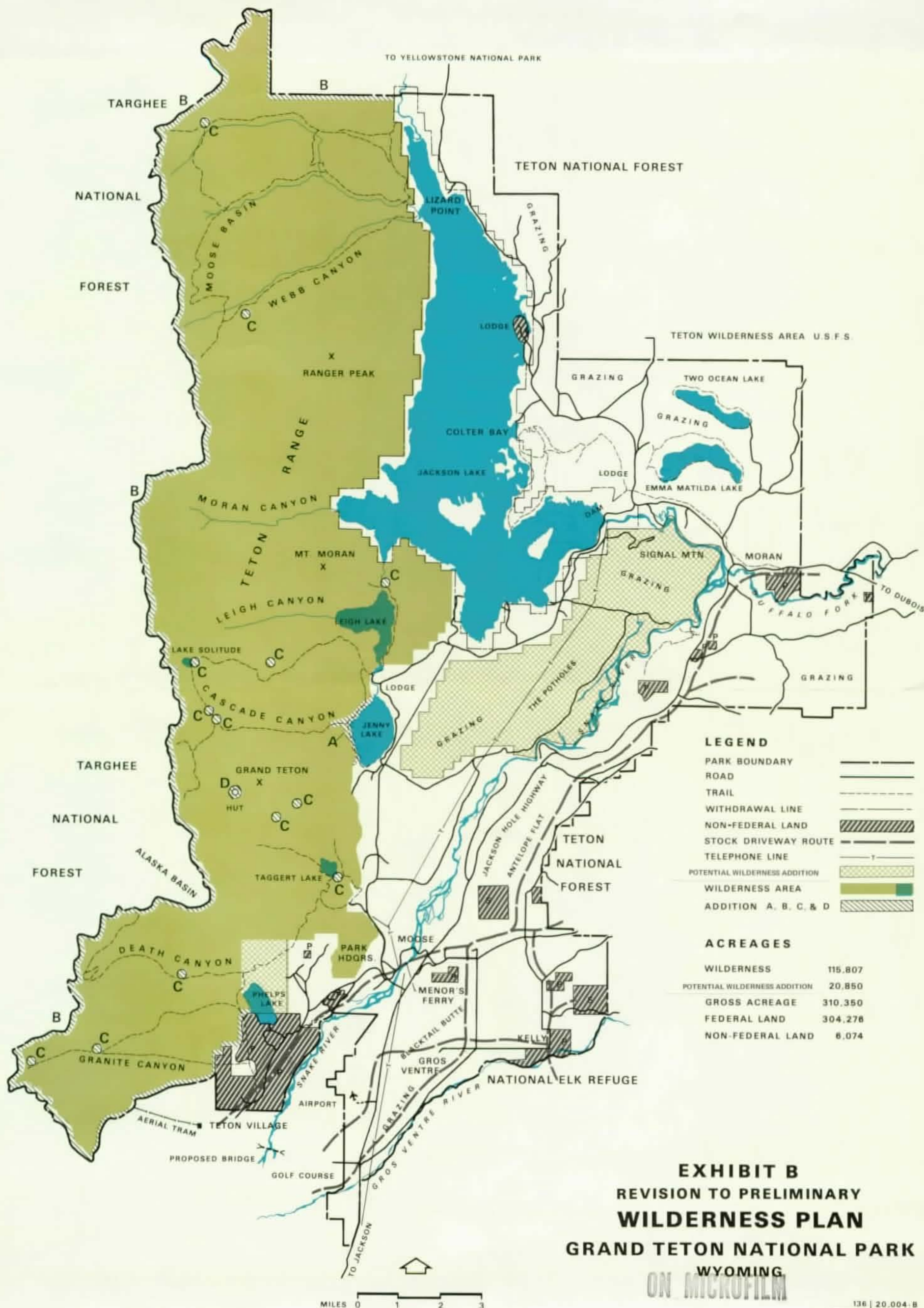
POTENTIAL WILDERNESS ADDITIONS

13

Two areas of the park totaling 20,850 acres which are subject to existing grazing rights are proposed as potential wilderness. A special provision is recommended in the legislation establishing wilderness at Grand Teton National Park which would give the Secretary of the Interior authority to designate the lands as wilderness at such time as he determines they are qualified.

One tract of 1650 acres is that portion of Phelps Lake lying in extended section 32 T43N, R116W and those lands in extended Sections 29, 30, 31, and 32 currently under grazing permit.

Also recommended as potential wilderness is 19,200 acres in the Potholes and Signal Mountain area which is subject to existing grazing rights. Extending eastward to the Snake River, the Potholes area is of outstanding geologic importance and a crucial element of the scenic foreground of the Teton range. The highest priority is to be given to the protection of this area. At the present time the area contains about nine



miles of ranch roads, a telephone line, and a 40-acre tract of State land which is to be acquired. While determinations can be made concerning future disposition of roads and other facilities in these two areas, similar decisions regarding the future of other lands affected by grazing, facility development, and other alien rights cannot be made at this time.

IDENTIFICATION OF WILDERNESS MANAGEMENT FACILITIES AND PRACTICES

Minimum campsite facilities and six patrol cabins are to be maintained within the wilderness area.

Administrative policies provide for the management of natural areas to minimize, give direction to, or control those changes in the native environment and scenic landscape resulting from human influences on natural processes of ecological succession. Native environmental complexes will be restored, protected, and maintained, where practicable, at levels determined through historical and ecological research of plant-animal relationships. Therefore, it is recommended that the act designating wilderness provide for the use of necessary manipulative techniques in order to maintain or restore natural ecological conditions to the wilderness area.

OTHER AREAS RECONSIDERED

Some suggested that the Bureau of Reclamation withdrawal lands be added to the proposed wilderness. This is not recommended as the Bureau of Reclamation has full ingress to, passage over, and egress from all lands for the purpose of constructing irrigation or power works or carrying on other activities related to the reclamation project.

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SUMMATION

With the addition of about 5107 acres to the preliminary wilderness proposal, the recommended wilderness consists of 115,807 acres.



Director, National Park Service

APPENDIX: HEARING OFFICER'S REPORT

15

INTRODUCTION

Public hearings on the proposal to establish wilderness within Grand Teton National Park were held at the Pink Garter Theater, Jackson, Wyoming, on March 10, 1972.

The hearing was opened at 2:00 p.m. by the Hearing Officer, John M. Davis, 7272 E. Camino Valle Verde, Tucson, Arizona. Approximately 175 persons were present, and 14 oral statements were made. The proceedings of the hearings were reported by Clair Johnson, Salt Lake City, Utah.

The hearing was closed at 3:47 p.m. of the same day after all statements had been presented.

PROPOSAL

The Park and Its Environs

Grand Teton National Park was established and dedicated in 1929 to preserve the 30-mile section of the abrupt, scenic Teton Range. Congress added most of the former Jackson Hole National Monument to the park in 1950. Today it is 310,443 acres in size.

The matchless combination of the flat valley called Jackson Hole and the magnificent array of lofty peaks mirrored in clear lakes makes this one of America's most admired natural scénes.

While most visitors to the park are awed by the views from the valley, those who walk into the precipitous canyons can better appreciate the grandeur and size of this unique escarpment. Sheer cliffs and shimmering cascades accentuate the height of the peaks and the depth of the gorges.

The park's hard granite and complete range of climbing conditions make this a magnet for mountaineers. The 220 miles of trails offer an invitation to hikers and horseback riders. The Snake River and large lakes provide varied boating opportunities. The park's large campground and lodge complex are heavily used in the summer.

The Jackson Hole rangeland is the winter home of one of the world's largest elk herds. The park also is the home of moose, mule deer bighorn, bear, small mammals, and over a hundred species of birds.

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Four vegetative life zones step up the mountains in less than 15 miles of horizontal distance.

In short, the Grand Teton National Park is a superb display of nature, which attracts over 3 million visitors per year.

Grand Teton National Park is served by all-weather highways from the south and east. Only summer road access is available from the Yellowstone National Park area to the north. Bus and air service varies with the season. The vast majority of visitors arrive by private automobile, usually combining a drive through Yellowstone National Park with a Teton tour.

There are no large cities nearby. Visitors come from throughout the Nation, almost entirely during the summer months. The towns of Jackson and Moose depend heavily on the tourist trade.

National forest wilderness areas in the immediate vicinity include the Teton wilderness, with a short, contiguous boundary on the northeast side of the park, and the Bridger wilderness about 40 miles to the southeast. The park is bounded on the west by the Targhee National Forest and the Teton National Forest on the east. The National Elk Refuge lies along the southeast boundary; private lands border the south; Yellowstone National Park lies about 6 miles from the northern boundary.

Roadless Study Areas

Seven roadless areas in Grand Teton National Park exceed 5000 acres. The largest, some 193,400 acres, encompasses the Teton Range and the lakes at its base. It is shown as Area A on Map No. 136-20,002-B, October 1971. This spectacular primitive area covers almost two-thirds of the park. There are popular and well-marked loop trails in this roadless area that provide excellent hiking opportunities. But there are also large portions remaining without trails, which offer fine cross-country wilderness travel for the individual who prefers an uncharted course. The major peaks of the Teton Range are internationally famous for their rugged challenges to the mountaineer.

The major lakes at the base of the range are utilized for fishing and boating. The largest, Jackson Lake, has been raised by a dam. It receives heavy recreational use by motorboat and water-skiing enthusiasts. Motorboats are permitted on Jenny and Phelps Lakes. No motors are permitted on Leigh, String, Taggart, Bradley, and other smaller lakes within the Teton Range.

Six other small roadless areas totaling 67,490 acres lie in the Jackson Hole portion of the park. There are large expanses of open lands in Jackson Hole, dotted by timbered islands, and cut by the Snake River and its tributaries. Most of Jackson Hole was at one time used for cattle ranching and now is a famous resort area for millions who throng into northwestern Wyoming each year to see the scenery, wildlife, and wonders of the Yellowstone/Teton country.

Several factors affect the wilderness suitability of portions of the roadless areas. These have been analyzed for their impact on the Grand Teton resources and taken into account in developing proposed wilderness units.

Private and State Lands

There are 6074 acres of private and State lands in the park. Several large tracts lie within the roadless areas and cannot be considered for wilderness designation as they are non-Federal lands.

Grazing and Stock Routes

Large sections of the park are grazed by cattle, sheep, and horses. All of the grazing is within Jackson Hole and covers almost the entire area. This grazing existed prior to the establishment of Jackson Hole National Monument, which was later added to Grand Teton National Park. There are formal grazing allotments, special-use permits, and pasture designations covering grazing privileges that are generally on a life-tenure basis issued to ranchers and their families who grazed livestock prior to the time when the lands were included in the park and purchased with grazing rights retained.

According to Public Law 787, the Secretary of the Interior shall designate and open rights-of-way, including stock driveways, over and across Federal lands within the interior boundary of the park for the movement of persons and property to or from State and private lands within the exterior boundary of the park, and those to or from national forest, State, and private lands adjacent to the park. While no formal stock driveways have been designated, the stockmen are allowed to utilize driveways that are the most convenient to their operations. These routes are indicated on Map No. 136-20,002-B, and lie generally in the south and southeastern section of Jackson Hole. Several portions of the routes cross the roadless areas.

None of the areas affected by grazing and stock driveways are to be free of grazing in the near future; grazing is not an acceptable use in national park wilderness.

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Cooperative Agreement

An agreement between the National Park Service and the Bureau of Reclamation covers lands around Jackson Lake that have been withdrawn, giving the Bureau the right "to full ingress to, passage over and egress from all such lands for the purpose of constructing irrigation or power works or carrying on other operations of the Bureau."

The Bureau has a "primary operating zone" at the Jackson Lake dam site. The primary operating zone and withdrawn lands lie within Roadless Area A.

Utility Lines

A number of commercial telephone and power lines cross the roadless areas in Jackson Hole. These utility lines and vehicular access to them are unacceptable in national park wilderness.

Wilderness Proposal

One unit of 110,700 acres is proposed for designation as wilderness in Grand Teton National Park.

SUMMARY

Roadless Area	Wilderness Unit
A — 193,400 acres	1 — 110,700 acres
B — 7,400 acres	none
C — 23,040 acres	none
D — 7,400 acres	none
E — 12,900 acres	none
F — 10,100 acres	none
G — 6,650 acres	none
Total — 260,890 acres	Total — 110,700 acres

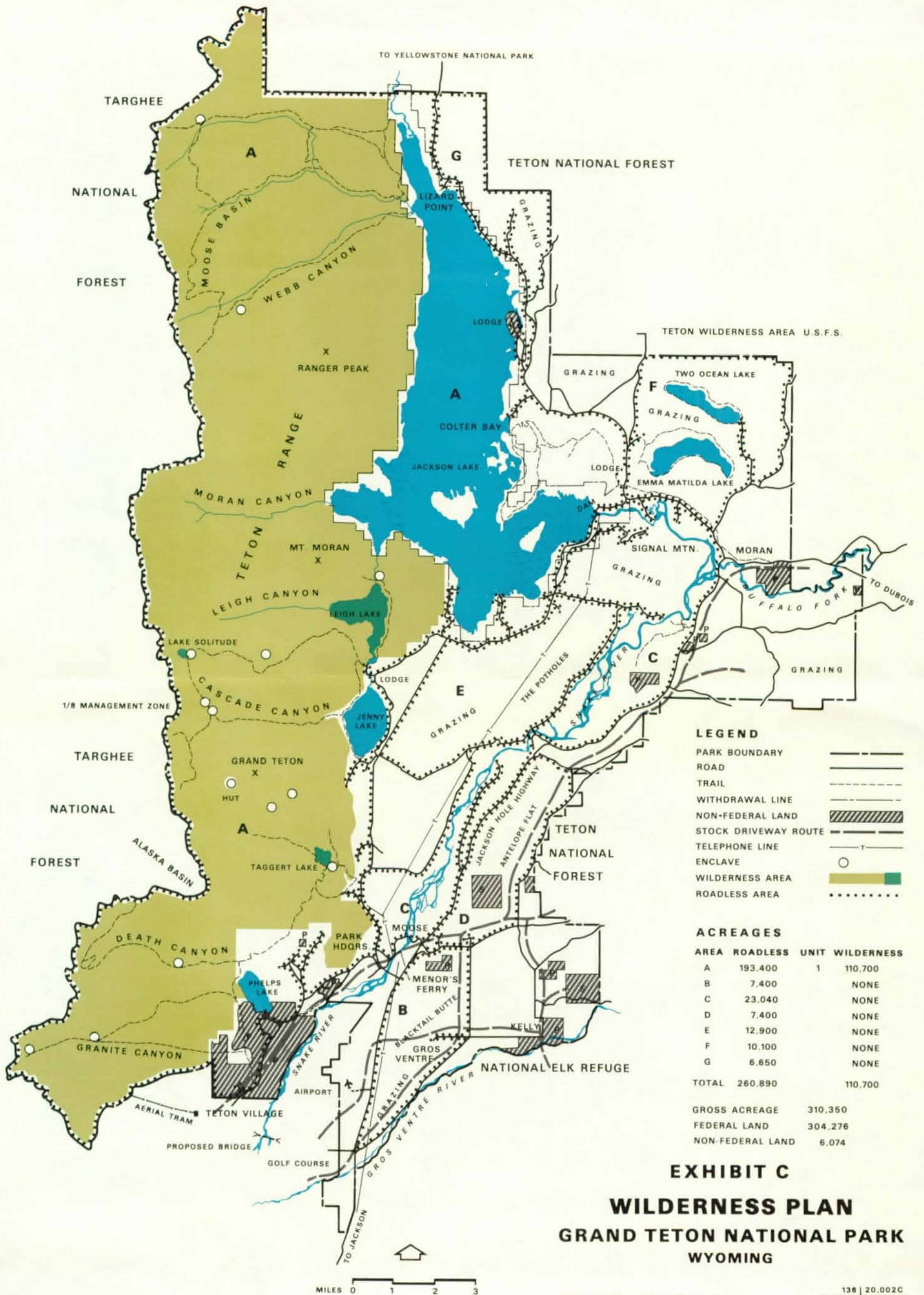
Unit 1

This proposed 110,700-acre wilderness includes almost the entire Teton Range within the park and several of the lakes at its base, protecting the natural splendor and primitive character of the Tetons.

The wilderness line along the west, south, and north edges of the park is offset 1/8 mile from the boundaries for about 60 miles. The intervening management zone between the park boundary and the wilderness line is considered the minimum required for present and future needs.

Along the eastern edge of the Teton Range, the wilderness line is drawn along the Reclamation withdrawal line from the north boundary to Spaulding Bay. This line runs along section lines and recognizes the rights of the Bureau of Reclamation in the Jackson Lake area.

Below Spaulding Bay to the southern edge of the park, the wilderness line follows natural features and, in some places, runs along section



lines, staying back from private lands, grazing areas, and developments along the western edge of Jackson Hole.

Jenny Lake and Phelps Lake are excluded from the proposed wilderness unit because of motorboat use on these lakes.

Around the west edge of Jenny Lake, the wilderness line lies back from the lakeshore about 1/4 mile, to permit trail and associated development to handle the high volume of hiking use to Hidden Falls.

A 2-acre enclave is provided around the Lower Saddle climbing-hut development, to accommodate these facilities utilized by climbing parties. Thirteen 2-acre areas are excluded from the proposed wilderness unit to permit campground management development and ranger station locations. Campground management requires the use of helicopters for the removal of human waste in these areas of heavy backcountry use.

Other Roadless Areas

No wilderness is proposed for lands within the other six roadless areas in Grand Teton.

A combination of adverse factors affect the lands within these areas. The main factors are the extensive grazing, stock driveways, private lands, reclamation withdrawals, and utilities that have been discussed in the previous section. These uses and factors prevent establishing viable wilderness units in the Jackson Hole section of the park.

ANALYSIS OF THE RECORD OF PUBLIC HEARING AND WRITTEN RESPONSES

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Conservation Group Proposal

The Wilderness Society, Sierra Club, and a number of national and local conservation organizations presented similar proposals that recommended an enlarged National Park Service proposal. These groups recommended that additional areas, totaling about 260,000 acres, be recommended to Congress as wilderness.

The conservation group suggested that all roadless areas be recommended for wilderness area designation, including areas that contained non-conforming uses. They suggested a clause be included in wilderness legislation to the effect that when the non-conforming uses

were removed from these roadless areas, the areas involved would become wilderness without the need for separate legislation.

They recommended the elimination of the fourteen 2-acre enclaves within the proposed wilderness unit, and the elimination of the 1/8-mile non-wilderness management zone around the northern, southern, and western boundaries of the proposed wilderness unit.

State of Wyoming

Governor Stanley K. Hathaway submitted a statement that said the State felt the National Park Service has done an excellent job in managing the park lands, and that the State of Wyoming was apprehensive about problems that could evolve when the flexibility of the present form of park management is removed and a formal wilderness area designation substituted for so much of the park. Formal labeling of the interior park lands seemed unnecessary to Governor Hathaway when there were, in many cases, more stringent controls available.

Teton County

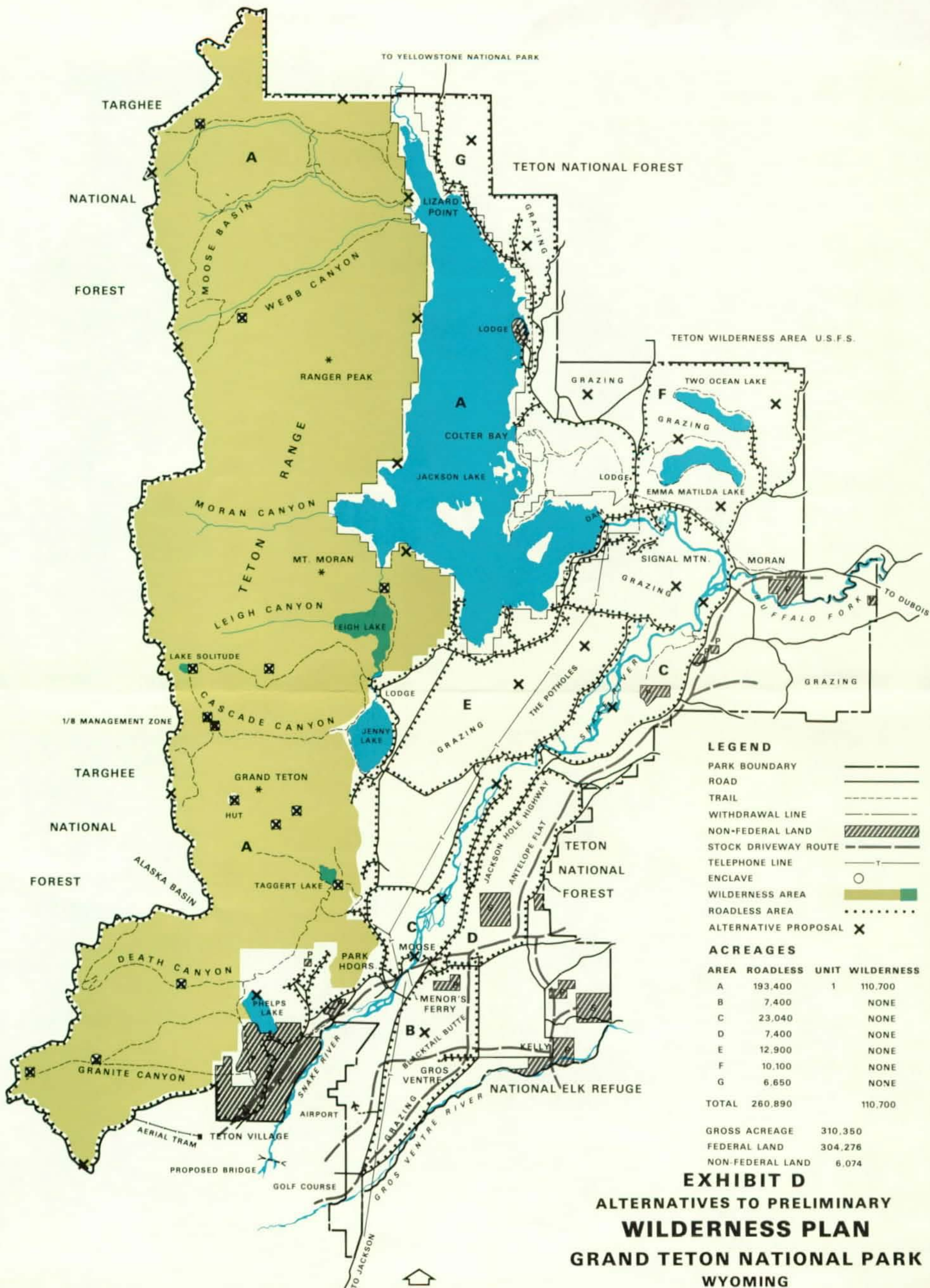
The Board of County Commissioners of Teton County agrees with the basic principle of wilderness land use, while subscribing to a basic philosophy of general access and use rather than selective denial of entry and non-use.

Forest Service

The forest supervisor of the Custer and Gallatin National Forests in Montana, the Shoshone and Teton in Wyoming, and the Targhee in Idaho believe the findings of the National Park Service are accurate, in that most of the lands within the proposed wilderness would qualify for addition to the National Wilderness Preservation System. They are concerned, however, that the classification and management standards for the Grand Teton National Park wilderness proposal are not consistent with the standards for adjacent national forest wildernesses. They believe they should be similar and compatible. The Forest Service's primary concern was for the inclusion of a number of enclaves within the boundary of the proposed wilderness unit to accommodate facilities, structures, and uses not compatible with wilderness.

Women Advocating Resource Management

This organization reflected the view of many people who wrote letters saying they feel the national parks were established for people to visit and enjoy nature in, and were afraid the designation of large areas of



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PRELIMINARY - SUBJECT TO CHANGE

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wilderness would "lock up" enormous areas that very few persons would be able to use and see. They felt there were enough existing designated wilderness areas for the wilderness advocates.

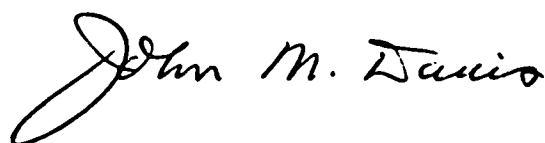
SUMMARY OF RESPONSES RECEIVED

Recommendation	Public Agencies	Private Organizations	Individuals	Total
Support NPS proposal	1	2	21	24
Favor more wilderness	1	33	520	554
Favor less wilderness	1	0	0	1
Wilderness no specific recommendation	1	1	33	35
No wilderness	0	9	15	24
Acknowledge receipt of material, or no specific comment	2	0	1	3
TOTALS	6	45	590	641

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DISPOSITION OF HEARING RECORD AND WRITTEN RESPONSES

The official record, including letters received by the Hearing Officer, and the park, the Midwest Regional Office, and the Washington Office of the National Park Service, has been assembled and is available for review in the Washington Office.



Hearing Officer

**VIEWS OF OTHER GOVERNMENTAL BUREAUS AND AGENCIES
ON THE PRELIMINARY WILDERNESS PROPOSAL**

The following letters are from the agencies listed below:

U.S. DEPARTMENT OF AGRICULTURE

Assistant Secretary

Wyoming State Conservationist, Soil Conservation Service

U.S. DEPARTMENT OF COMMERCE

Assistant Secretary

ENVIRONMENTAL PROTECTION AGENCY

Regional Administrator, Region VIII

STATE OF WYOMING

Governor

TETON COUNTY

Board of Commissioners



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

April 4, 1972

Mr. J. Leonard Volz
Director, Midwest Region
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

We appreciate the opportunity to review and comment upon your preliminary Wilderness Study for Grand Teton National Park. We have a particular interest in this study because of the relationship of the proposed wilderness to National Forest lands in the adjoining Targhee and Teton National Forests which are administered by the Forest Service in this Department.

We have previously commented upon proposals for the use of enclaves within wilderness. We cannot reconcile the thought that wilderness characteristics are protected by drawing a line and creating an enclave around a nonconforming use within the wilderness. The concept and delineation of enclaves destroys the integrity of the surrounding wilderness which is characterized by the Wilderness Act as being an area retaining its primeval character and influence, without permanent improvements and human habitation and with outstanding opportunities for solitude or a primitive and unconfined type of recreation. We strongly recommend that the enclaves be eliminated and suggest indenting the wilderness boundary to exclude the nonconforming improvements. Such an approach will preserve the integrity of the wilderness and allow the visitor to fulfill his expectation of finding a wilderness experience anywhere within the exterior boundary of the unit.

The use of helicopters to remove human wastes from the enclaves which receive heavy use would certainly degrade the wilderness experience of visitors. The integrity of the wilderness resource would be jeopardized for extensive areas within sight and close proximity to such mechanized operations. Such nonconforming use is totally unacceptable in the wilderness.

We recommend that no enclaves be permitted. If aerial sewage disposal is required, these areas and the approaches for helicopters should be

Mr. J. Leonard Volz

Page 2

excluded from the wilderness by indentation of the exterior boundary. Alternatives include restrictions of use to the point that sewage can be disposed of by other means.

On page 3, the study mentions National Forest Wildernesses and includes the Bridger Wilderness about 40 miles southeast while omitting the South Absaroka Wilderness, some 30 miles to the east.

In reviewing the draft environmental statement for the proposed Trois Tetons wilderness we note the following:

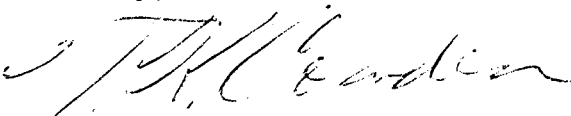
1. Page 1, last paragraph. National Forest Wildernesses include the South Absaroka, 30 miles to the east. The Forest Service has no specific management for "de facto wilderness" nor is the term defined. Suggest deleting the term and using "natural area," or "for primitive recreation, watershed, and esthetics" in lieu of it.

2. Page 9, item 1. As pointed out above we believe enclaves cannot be allowed within wilderness because the integrity of the wilderness is destroyed.

3. Page 11, item 6. If human erosion from the aerial tramway terminal intrudes upon the proposed wilderness, its boundary should be altered to exclude such use.

4. Page 12, item IV (A). Suggest rewording to, "...recreational facilities may be provided outside the park...." There appears no real assurance, either in terms of a regional plan or financing, that such facilities "will be provided" as indicated in the draft statement.

Sincerely,



R. K. Cowden
Assistant Secretary

UNITED STATES DEPARTMENT OF AGRICULTURE

SOIL CONSERVATION SERVICE P. O. Box 2440, Casper, Wyoming 82601

March 27, 1972

Mr. J. Leonard Volz
Director, Midwest Region
National Park Service, USDI
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

The draft impact statement for the Teton wilderness area has been reviewed and we have the following comments:

1. Snow survey locations.

The Moran Bay snow course is located in Sec. 14, T45N, R116W, on the north side of Moran Bay at an elevation of 6,800 feet. It lies a few feet north of the Bureau of Reclamation withdrawal line which places it inside the Grand Teton National Park.

This snow course has been measured February 1, March 1 and April 1 each year beginning in 1919. It carries a major weight in the forecast formula of snowmelt inflow to Jackson Lake.

Over the years, many thousands of dollars have been spent to obtain these data.

An enclave to protect this instrument would require shifting the withdrawal line a few feet and would save the taxpayer a great deal of money at no cost to the environment, since land surface travel is always on foot.

A copy of the March 1, 1972, "Water Supply Outlook for Wyoming" is attached.

2. Water level control on Jackson Lake should be thoroughly studied before this alternative is eliminated. Downstream effects of such an action could have a considerable impact on many persons. It appears from the map that Jackson Lake is outside of the proposed wilderness area.
3. Some type of regulation and/or coordination must be arrived at if the question regarding the elk herd is to be resolved. If the reduction alternative is eliminated, these animals may have a serious impact on the vegetation of the area, especially if winter feeding



2 - J. L. Volz - 3/27/72

is continued. Over-population will severely degrade the vegetation, increasing erosion problems and, in general, causing degradation of the Park environment.

4. On page 8 under Environmental Impacts, A. 1., there appears to be a conflict with the statement on page 12, C. 3.
5. There appears to be many areas of difference between this statement and the information distributed for the public hearing at Jackson, Wyoming, on March 10, 1972. To illustrate this point, the following are cited:

On page 16 of "Wilderness Study" - "Fire Control - Wildfire will be controlled as necessary to prevent unacceptable loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness. Use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized firefighting equipment will be permitted for such control."

Page 11, B. 6., of Draft Statement - "Natural fire and insect regimes, when allowed to run their course, will result in conditions that certain people may find esthetically offensive; but should improve opportunities for scientific research in plant succession. As more of the public grows more aware of the natural reasons for these efforts, its esthetic effects will become more acceptable."

Page 16 of Wilderness Study - "Regulation of Excess Wildlife Population - Population control through natural predation will be encouraged. Trapping and transplanting of excess animals will be practiced by Park personnel as necessary. If these methods prove insufficient, direct reduction by Park personnel will be instituted."

Page 12, B. 7., of Draft Statement - "Reduction or elimination of the Park's elk reduction program would be highly desirable, in esthetic terms-- as would the no-kill fishing measures, restrictions on the further development of the airport to hold noise, traffic and unsightly structures to an acceptable level, and achievement of more natural water flow in the Snake River. Keeping Jackson Lake at full pool will eliminate the unsightly banks and muddy flats resulting from annual draw-downs. It will do much to overcome the reservoir aspects resulting from the Jackson Lake Dam. Natural water flow in the Snake River will reestablish normal plant successions and aquatic life. It is conceivable that achievement of the latter may be gained only at the cost of the installation of additional impoundments downstream from the Park--measures whose deleterious ecological esthetic and economic effects might outweigh the gains made. Curtailment of the elk reduction program in the Park may be achieved through restoration of old migration patterns and/or changes in reduction locations and techniques."

We thank you for the opportunity to comment.


Harold W. Cooper
State Conservationist

cc: K. E. Grant, Administrator, SCS, Washington, D. C.
Dr. T. C. Byerly, Coordinator of Environmental Quality Activities, Office
of the Secretary, USDA, Washington, D. C.



OFFICE OF THE ASSISTANT SECRETARY OF COMMERCE
Washington, D.C. 20230

MAR 8 1972

Mr. J. Leonard Volz, Director
Midwest Region
U.S. Department of the Interior
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

The draft Master Plan and Preliminary Wilderness Study for Grand Teton National Park, Wyoming which accompanied your letter of January 20, 1972, addressed to Secretary Stans, has been received by the Department of Commerce for review and comment.

The Department of Commerce has reviewed the plan and study and has no comment.

We are pleased to have been offered the opportunity to comment on these documents.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "James H. Wakelin, Jr.", is written over a horizontal line.

James H. Wakelin, Jr.

ENVIRONMENTAL PROTECTION AGENCY

REGION VIII
SUITE 900, 1860 LINCOLN STREET
DENVER, COLORADO 80203

May 11, 1972

Mr. J. Leonard Volz
Director, Midwest Region
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

We have reviewed the draft environmental statement for Trois Tetons Wilderness Area Proposal and wish to offer the following comments:

1. The proposal in general is a significant step forward in establishing long-term management policy toward our remaining primitive areas and one that will better focus public attention on the overall policies in use by the Park Service toward such areas.

The proposed 110,700 acre Trois Teton Wilderness Area would also give greater protection than is currently available to the wilderness characteristics of this unique national resource. Wilderness classification would prevent the pressures toward environmental degradation often associated with mass use and attendant facilities.

2. Since it is the intent of the Wilderness Use and Management Policy of the National Park Service to encourage natural predator control in remote areas, which policy is expected to be very closely adhered to in management of designated Wilderness areas, it would seem appropriate to attempt to reestablish natural predators, specifically wolves and mountain lions, by importation from areas where they are less desirable. Eventual natural control of deer and elk herds in the Wilderness area might be then brought about, and these currently endangered predators might be preserved at least in this Wilderness area.

3. Negotiations with the Jackson airport management would be recommended to insure protection of the Wilderness areas by re-routing flight patterns to avoid crossing any wilderness areas, except in emergency situations. This could be made park policy to prohibit any aircraft from flying over the Wilderness areas from other airports in the vicinity.

It is hoped that the Park Service has carefully evaluated any alternatives to the proposed use of helicopters which would service


Page 2 - Mr. J. Leonard Volz

waste and sanitation facilities at the proposed enclaves within the wilderness.

Further, as part of the Wilderness Management and Master Plan for the Trois Tetons Wilderness, motorboating in areas adjacent to the Wilderness area could be discouraged or prohibited. This would seem especially appropriate if natural shoreline flora and biotic regimes were to reestablish themselves on Jackson Lake, once water levels were kept relatively constant, as envisaged in the Master Plan.

4. It is also suggested as stated in EPA comments on the proposed Grand Teton Master Plan, that the Park Service evaluate the role of the proposed wilderness area in a more extensive regional plan for the whole area, of which Grand Teton Park is a part, in close coordination with other concerned Federal agencies.

Sincerely yours,


John A. Green
Regional Administrator

STATEMENT OF STANLEY K. HATHAWAY, GOVERNOR OF THE STATE OF WYOMING,
AT PUBLIC HEARINGS REGARDING THE PROPOSED MASTER PLAN FOR
GRAND TETON NATIONAL PARK

Presented in Jackson, Wyoming, Friday, March 10, 1972

Grand Teton National Park lies in its entirety within the boundaries of the State of Wyoming -- this Park is probably the most scenic and beautiful in the world. We are pleased that the Plan for the future of this proud mountainous area is being discussed in Jackson -- the gateway to Grand Teton.

First, I would like to congratulate the dedicated members of the Master Plan Advisory Team who made an outstanding effort in the preparation of the Plan. The theme of preservation that is general throughout the Plan is one with which no one would argue. All of the country shares the concern of the planners for the high impact areas of the Park, and we would all like to see it maintained as nearly as possible to its present condition.

My statement reflects not only my views, but comment obtained from the Wyoming Travel Commission, Game and Fish Department, Recreation Commission, Highway Department and the Department of Economic Planning and Development following a review of the Master Plan for Grand Teton National Park. We agree basically with the plan; however, there are segments that are of concern. Among areas of concern are highway planning, wilderness designation, adequate park staffing and the role of the various state agencies in the planning and development of the Park -- both inside and outside the boundaries of Grand Teton National Park.

We feel it is most important that roads throughout the Park be improved and widened to allow smoother flow of traffic in both directions. Parking lanes on both sides of the highways would allow through traffic and yet, would allow the people to get out of their cars and into the surroundings that are most attractive. It is obvious that the family car, camper and trailer are going to be the mainstays of America's mobile public and their stay -- or drive through -- should be made as easy and safe as possible.

All of the state agencies share my concern about the designation of so much of Grand Teton National Park as formal Wilderness Area. The Park Service has done an excellent job of managing the Park lands and we are most apprehensive about problems that could evolve when the flexibility of the present form of management is removed.

Formal labelling of the interior park lands seems unnecessary when they are in many cases under more stringent controls than they would be as Wilderness lands. Once the official designation is made, the opportunity to meet changing problems and programs is severely limited and public input is completely shut out. It appears vital to us that a flexible system of management, like that presently used in the Park, be maintained to react to various changes with the capability to do what is necessary.

An increase in numbers of Park Rangers and other personnel is vital in order to cope with the increasing numbers of travellers. We would like to see funds made available for the seriously-needed additional staff. The job done by the Park Service over the past years with a small staff has been excellent, but we feel they need additional help.

The main concern of the Wyoming Game and Fish Department is that the form of management of Grand Teton's elk herds might be changed and as the Master Plan states: "park management will continue to work toward the elimination of hunting in the park." The present system of management of wildlife in the Park has worked well through the years and the future of Wyoming's great elk herds depends somewhat on the availability of hunting in Grand Teton. It would appear that some consultation with the Game and Fish personnel would benefit the Plan. There is also a great deal of concern on the part of Wyoming with what measures will be taken to manage the fishing within the boundaries of the Park. While some would say that it is more wonderful to see a fish swimming in the crystal clear waters . . . there are many fishermen -- some of the finest sportsmen and lovers of the out-of-doors -- who would argue that the catching of a twenty-five to thirty pound Mackinaw from Jackson Lake is far superior.

It would seem that the area of game and fish management is one of the most vital to all concerned with Wyoming and Grand Teton Park. This management plan should call for consultation and planning between the Park Service and Wyoming Game and Fish personnel in order that the in-Park and Wyoming sport fishing could continue to attract the thousands of fishing enthusiasts.

The Plan is well done, there is no question about the dedication and thought that went into its conception. However, we feel that before its implementation there should be a period for cooperative planning sessions between representatives of various state agencies, interested people from

bordering areas and the Park Service. These meetings could prove invaluable in setting the future off on the right foot. As is the case with much federal government planning -- there has been no opportunity for input from the people and state governmental agencies into a plan which is most meaningful to the future of their area.

I would like to thank you for having this opportunity to offer my thoughts following review of the Grand Teton Master Plan.

County Commissioners:

ARTHUR E. BROWN, JR., *Chairman*
Road Commissioner

RALPH L. GILL
Levee Commissioner

WILLIAM ASHLEY
Welfare Board

V. JOLYNN COONCE
County Clerk

JEAN BOYCE
Clerk of Court

BOYD HALL
Sheriff

ROBERT B. RANCK
County Attorney

MARGARET FEUZ
Treasurer

EDNA E. JONES
Assessor

STATE OF WYOMING

county of
TETON

JACKSON, WYOMING 83001

April 6, 1972



To:

Gary Everhardt
Superintendent
Grand Teton National Park
Moose, Wyoming

From:

Board of County Commissioners Teton County, Wyoming.

Dear Mr. Everhardt:

Please accept the following statement for your records regarding the Grand Teton National Park Master Plan and Wilderness Proposal from the Board of County Commissioners Teton County, Wyoming.

1. The Board subscribes to the basic philosophy of access and use rather than selective denial of entry and non use.
2. The Board agrees with the basic principle of wilderness land use as outlined in a printed statement of Eric Julber, Hearing S-717 of September 16-17, 1971. We are not necessarily in agreement with the methods Mr. Julber proposes.
3. The Board urges some sort of regional planning with outlying Forests, Towns, Counties and States.
4. The Board suggests the regulated use of Park Lands via a "rotation" system of management. Visitor diffusion via controlled access to more portions of the park could result in less concentrated use (Cascade Canyon-Solitude area) of the now heavily used areas and a spreading out of visitors park wide. Rotation use of many areas: ex. use Cascade Canyon-Solitude one year and shift the use concentration to Moose Basin or other now little used areas of the Park. The principle of "crop (usc) rotation" could be as applicable to recreational land use as it is to farming.
5. The Board suggests the construction of simple key access roads to scenic areas on the valley floor. Ex Leigh Lake, Bradley-Taggart, Phelps and parts of Jackson Lake.
6. The Board favors the encouraged use of horses, bicycles, canoes, etc by providing access to areas where they can be used.

County Commissioners:

ARTHUR E. BROWN, JR., Chairman
Road Commissioner

RALPH L. GILL
Levee Commissioner

WILLIAM ASHLEY
Welfare Board

V. JOLYNN COONCE
County Clerk

JEAN BOYCE
Clerk of Court

BOYD HALL
Sheriff

ROBERT B. RANCK
County Attorney

MARGARET FEUZ
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EDNA E. JONES
Assessor

STATE OF WYOMING

county of
TETON

JACKSON, WYOMING 83001



7. The Board believes that (1) Horse and dude ranch operations within the park should be allowed to continue to operate as they do at present. (2) Boating concession on Jenny Lake should be encouraged to remain as is. (3) Access to String Lake remain open to vehicles. (4) Encouragement of private concessionaires within the park be sustained to provide services for visitors such as Canoe rentals at String, Leigh and Jenny Lake, bicycle rentals and other. (5) The loop road around Jenny Lake should be a thru road as it exists now. (6) Cattle grazing within the Park on the East side of the Snake River should be continued and encouraged as in the past.
8. The Board would like to suggest the selection of a local citizens Park advisory board (like the one used by USFS) to help and assist the Park Service in whatever way it can be utilized. Better liaison between the park and local interests could make for better understanding and relationships.

Respectfully submitted,

Arthur E. Brown, Chairman
Ralph Gill, Member
William Ashley, Member

By Jolynn Coonce County Clerk